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Strengthening of the coordination of humanitarian and disaster relief assistance of the United Nations, including special economic assistance: special economic assistance to individual countries or regions

Strengthening emergency relief, rehabilitation, reconstruction and prevention in the wake of devastating floods in Pakistan

Report of the Secretary-General

Summary

The present report is submitted to the General Assembly in compliance with its request contained in resolution 64/294 entitled "Strengthening emergency relief, rehabilitation, reconstruction and prevention in the wake of devastating floods in Pakistan". The report describes the impact of the disaster, focusing on the humanitarian relief, rehabilitation and reconstruction assistance supplied by the United Nations and its partners. It also describes some of the critical humanitarian challenges as well as efforts in disaster risk reduction and preparedness.

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I. Introduction

1. The present report is submitted to the General Assembly in compliance with its request contained in resolution 64/294 of 19 August 2010 and covers the period from August 2010 to February 2011.

II. Emergency relief, rehabilitation, reconstruction and prevention in the wake of the devastating floods in Pakistan

A. The Disaster

2. Over the course of the 2010 monsoon season, in July and August 2010, Pakistan experienced the worst floods in its history, with the Indus River bursting its banks and inundating vast areas of the country. Heavy rainfall caused flash floods in the north and north-western regions. The high-intensity rainfall in Khyber Pakhtunkhwa generated unprecedented flood peaks in the Swat River. These floods severely damaged one major irrigation structure and washed away another. The combined flow of the Swat and Kabul Rivers generated another unprecedented flood peak at Nowshera town, causing severe damage. The flood waters travelled downstream through the barrages in Punjab and Sindh until they reached the Arabian Sea downstream of Kotri Barrage. Extreme high floods were recorded at the Chasma and Taunsa Barrages, and a near-historic flood peak was also recorded at Kotri Barrage. Many of the main irrigation canals that take water from the Indus River were also flooded, pouring water onto agricultural lands. This situation was compounded by additional heavy rains, and the breaching of major canals and embankments and diversion of the water in an attempt to prevent flooding of the urban areas.

Affected population

3. The floods affected 78 out of a total of 141 districts in Pakistan, covering one third of its geographical area and more than 18 million people (one tenth of Pakistan's population), and devastated villages across the entire country, from the Himalayas to the Arabian Sea. An estimated area of 50,000 square kilometres (km) was ravaged, 2.2 million hectares of standing crops were destroyed and half a million livestock were lost. There were 1,980 deaths confirmed, and 1.7 million homes and 10,000 schools damaged or destroyed. Seven weeks after heavy rainfall and flash floods had claimed their first victims in the north-western province of Khyber Pakhtunkhwa, flood waves continued to devastate the southern province of Sindh before flood waters reached the Arabian Sea. Six months after the disaster, there are still areas covered with stagnant water in Sindh province, awaiting evaporation when the temperatures rise in the spring and summer. While it is estimated that the vast majority of flood-affected displaced people have returned to their areas of origin in Khyber Pakhtunkhwa and Punjab, there are still about 170,000 people living in camps, 75 per cent of whom are in Sindh and the rest in Balochistan and Khyber Pakhtunkhwa. This figure does not include those facing secondary displacement: in many cases, people continue to depend on emergency shelter after having returned to their areas of origin only to find their homes and crops destroyed.

4. The province of Khyber Pakhtunkhwa has had to respond to multiple emergencies since 2008. As a consequence of the existing displacements the resources of the flood-affected districts of the province (constituting either areas of displacement or areas of origin) had already been stretched at the time of the disaster. There were 1.2 million internally displaced persons in Khyber Pakhtunkhwa at the time of the floods.

Damage to infrastructure

5. Flash floods and landslides triggered by the rain caused severe damage to infrastructure. In the north-western part of the country, many villages and bridges were washed away entirely. Urban centres were flooded and thousands of acres of crops and agricultural lands were damaged, with major soil erosion in some areas. The overall reconstruction cost associated with the floods has been estimated in the November 2010 Preliminary Damage and Needs Assessment (compiled at the request of the Government of Pakistan by the World Bank and the Asian Development Bank) at between US$ 6.799 billion and US$ 8.915 billion.

Impact on economy and livelihoods

6. The floods have increased pre-existing chronic vulnerabilities. A 2008 United Nations joint assessment estimated that 45 million people were severely food-insecure and almost 40 per cent of children were underweight. Enrolment in official aid schemes is dependent on possession of a national identity card, but its issuance has been patchy, and more men than women have been registered (98 per cent of men versus 71.2 per cent of women). The National Database and Registration Authority confirms that the registration of informal dwellers, including in the flood-affected areas, is lagging behind. The fact that Pakistan has also been host for the past 30 years to about 1.7 million registered Afghan refugees adds to the pressure for resources. The floods have further stretched the capacity of the Government of Pakistan to respond.

7. According to United Nations estimations, some of the direct implications of the floods may be: millions of additional undernourished people, millions of workers affected, a drop in primary school enrolment and survival rate, an increase in child mortality due to exposure to the elements, malaria (due to destruction of health facilities), dengue fever (in urban centres) and tuberculosis prevalence (due to poor living conditions and malnutrition), destruction of forest cover (which results in exposure of the population to more disasters in the future) and compromised water and sanitation systems (which increase the risk of water-borne diseases). There may also be a longer-term economic impact.

B. Humanitarian response

8. At the request of the Government of Pakistan, the international community stepped in to support the national response efforts. The scale of the disaster created by the floods of 2010 was such that no Government could have managed alone.

9. The response of the Government of Pakistan has been organized at the federal, provincial and district levels. The overall leadership for donor coordination rests with the Economic Affairs Division of the Ministry of Finance, whereas the National Disaster Management Authority is responsible for overall coordination of

disaster response efforts by both the Government and the international community. The National Disaster Management Authority works closely with federal ministries, Government departments, the armed forces, United Nations organizations and donors in mobilizing, receiving and deploying relief goods. It is also the coordination body for logistic operations in support of the relief efforts. The United Nations has closely coordinated its activities at federal level with the Authority.

10. At the federal level, the National Disaster Management Authority acts in consultation with the Humanitarian Coordinator and the Humanitarian Country Team. At provincial level, the humanitarian community works through the Provincial Disaster Management Authorities, most of which have been reinforced through the creation of humanitarian coordination centres and provincial/area hubs (including in Hyderabad, Multan, Peshawar, Quetta and Sukkur) and deployment of more than 50 cluster coordinators. Coordination at the district level is of critical importance, given the close contact that District Coordination Officers maintain with both response operations and beneficiaries. At all levels, coordination was strengthened through the cluster approach, with the first roll out of the clusters in Punjab and Sindh. There are 12 clusters: agriculture, camp management and camp coordination, coordination, community restoration, education, food, health, logistics, nutrition, protection, shelter and non-food items, and water/sanitation and hygiene; and four sub-clusters: child protection, mass communication, gender task force and gender-based violence.

11. In the provinces, response activities come under the overall leadership of provincial chief ministers. Provincial governments are made up of various line departments; provincial administrations are headed by chief secretaries; and provincial disaster management authorities play a critical role as interfaces for the humanitarian community. District-level administrations are led by district coordination officers; under them are executive district officers who are responsible for district-level line departments. At the provincial and district levels, the United Nations coordinates with these authorities. Clusters are co-chaired by the United Nations and provincial line departments.

12. Communities played a crucial role in saving lives in the initial stages of the calamity. With their knowledge of the yearly monsoon flooding, locals had been aware early on that the level of rainfall exceeded that of a "normal" monsoon and alerted communities further south to the need to reinforce embankments and make preparations to shift to higher ground. The resilience of the people has been remarkable in these difficult times, with countless examples of mutual assistance.

13. The Pakistan armed forces were the first respondents in respect of rescue and immediate relief to the affected population. Over 20,000 Pakistan troops of the armed forces, including medical teams, dozens of helicopters, several C-130 aircraft and over 1,000 boats, were mobilized to undertake search-and-rescue operations throughout the country; and to distribute immediate relief supplies to displaced and isolated populations in the first three weeks of the emergency. Call centres were established to receive and respond to emergency calls. Simultaneous work was undertaken to strengthen banks vulnerable to floods. In some places, breaches were engineered to control floods and disrupted communication networks were quickly restored through the erection of temporary structures.

14. There were approximately 2,500 international troops deployed upon the request of the Government of Pakistan and in support of the Government's relief

efforts. The main assets provided were helicopters, field hospitals and water treatment capabilities. The National Disaster Management Authority coordinated with the Pakistani and international militaries deployed. In the provinces, the Pakistan civil administration filled a similar role.

15. The humanitarian community was led by the Humanitarian Coordinator. This position was de-linked from that of Resident Coordinator in June 2009 so as to ensure the provision of strong, dedicated leadership in respect of the internally displaced persons-related crisis in the north-western part of the country. The two positions were re-merged in December 2010.

16. At its highest levels, the United Nations exhibited its solidarity with and commitment to Pakistan with a number of high-level visits. I visited the flood-affected areas in August. Following my visit and the high-level meeting on the flood emergency at United Nations Headquarters, I came to recognize the continuing importance of the mandate of my Special Envoy for Assistance to Pakistan and in September 2010, appointed Mr. Rauf Engin Soysal to succeed Mr. Jean-Maurice Ripert in that capacity. I have asked Mr. Soysal to work closely with the Government of Pakistan in strengthening the existing partnership between the United Nations and Pakistan. The main responsibility of the Special Envoy is to oversee the coordination of international assistance to Pakistan.

17. The Emergency Relief Coordinator, Ms. Valerie Amos, chose Pakistan for her first field visit upon taking up her position in August 2010 and returned to the country in October. The Executive Director of the World Food Programme (WFP) visited the country in September and the United Nations High Commissioner for Refugees in October. The Directors General of the World Health Organization (WHO) and the Food and Agriculture Organization of the United Nations (FAO) visited Pakistan in October for the launch of the "survival strategy". A team of experts from the United Nations Educational, Scientific and Cultural Organization (UNESCO) visited the cultural heritage sites damaged in the floods in October; the Executive Secretary of the United Nations Framework Convention on Climate Change[1] visited the country in November; and the Executive Secretary of the Economic and Social Commission for Asia and the Pacific (ESCAP) visited in January 2011. In February 2011, the Special Representative of the Secretary-General for the implementation of the International Strategy for Disaster Reduction assessed the situation on the ground first-hand; and the Administrator of the United Nations Development Programme (UNDP) visited the country as early recovery activities gained momentum. The number of visits and issues discussed demonstrate the continued commitment of the United Nations to assisting Pakistan in a comprehensive manner.

18. High-level meetings have included the 110th plenary meeting of the sixty-fourth session of the General Assembly, held on 19 August 2010, and the High-level Ministerial Meeting of Member States on the flood emergency in Pakistan, held on 19 September 2010. The Third Ministerial Meeting of the Friends of Democratic Pakistan, held in Brussels on 15 October 2010, dedicated part of its discussions to the floods, as did the Pakistan Development Forum held in Islamabad in November 2010.

[1] United Nations, *Treaty Series*, vol. ..., No. 30822.

19. The Pakistan Initial Floods Emergency Response Plan, launched on 11 August 2010, had sought US$ 459 million to respond to the immediate relief needs of flood-affected people. The Pakistan Floods Relief and Early Recovery Response Plan, launched in November 2010 and representing a revision of the Initial Plan, took into account fresh needs assessments, fluctuating beneficiary figures, and an extended planning and budgeting horizon, and in this regard, sought US$ 1.93 billion to enable international partners (United Nations organizations and non-governmental organizations) to support the Government of Pakistan in addressing the residual relief needs for 6 months and early recovery needs of flood-affected families for 12 months up to August 2011. The overarching goal of the Floods Relief Plan was to prevent excess morbidity and mortality and enable members of flood-affected communities to return to their normal lives.

20. As of 1 March 2011, the Floods Relief Plan was funded at 65.5 per cent (US$ 1.3 billion). Funding outside the appeal, which included bilateral aid programmes, private donations, in-kind donations and funding to the International Red Cross and Red Crescent Movement, had surpassed US$ 1.1 billion.

21. United Nations organizations in Pakistan had received a total of over US$ 51 million from the Central Emergency Response Fund in 2010 — the largest amount allocated to a single country over the course of one year. The first tranche of close to US$ 10 million was allocated in April 2010 in support of vulnerable populations in Khyber Pakhtunkhwa and the Federally Administered Tribal Areas. Between August and December 2010, an additional US$ 41 million was allocated for projects assisting persons affected by the devastating monsoon floods.

22. The Emergency Response Fund for Pakistan was activated in August 2010 at the onset of the floods. The aim of the Fund was to cover emergency requirements in areas where there were gaps in humanitarian response by providing United Nations organizations and non-governmental organizations with the rapid and flexible funding needed to meet short-term emergency priorities of vulnerable communities. By 1 March 2011, close to US$ 29 million had been allocated to 100 projects, including those targeting flood-affected provinces.

23. As of 31 January 2011, approximately 6 million people had received food assistance in monthly rations (5 million starting in January), over 385,000 metric tons of food was distributed, 9.3 million people had essential medication needs covered, medical attention had been provided to nearly 10 million people, and almost 900,000 households had been provided with emergency shelter. Access to safe water was provided through rehabilitated water systems for 4.7 million people and through water trucking to 4.57 million people. Countrywide, the nutrition cluster reported that over 750,000 children under age 5 had been screened and 31,000 severely malnourished children and about 70,000 moderately malnourished children had been admitted into therapeutic programmes or feeding programmes, while 39,000 pregnant and lactating women were admitted into the supplementary feeding programmes across the country. The logistics cluster had processed 80,000 cubic metres of relief cargo, and over 11,900 metric tons of relief cargo had been airlifted, with 60 aircraft being utilized. Temporary learning centres provided education to more than 220,000 children (including 96,000 girls) and more than 400,000 children were enrolled in child-friendly spaces. A total of 1.46 million flood-affected households had been processed by the National Database and Registration Authority.

24. The international humanitarian community is only one of several actors responding to the needs of flood-affected families. In order to maximize its contribution, the Humanitarian Country Team identified early on the following as areas in which the international humanitarian community could offer a distinct added value, especially in terms of reaching the most vulnerable: (a) support of the Government so as to ensure strategic coordination of assistance provided by all stakeholders, (b) technical advice and capacity support, (c) material and financial support and (d) advocacy on humanitarian needs and the rights of flood-affected people.

Critical humanitarian challenges and responses

25. Considering the multitude of challenges, not least of which is the unprecedented scale of the disaster, there are achievements of the Government of Pakistan and the international community that are worth recording: the death toll was relatively small for such a large-scale disaster; there was no major disease outbreak recorded, thanks to the immediate response to the health needs of the affected population; and the food chain was not broken and was thus able to cater for millions of affected people's needs.

26. A lack of sufficient human resources to carry out coordination and information management functions hampered the response, especially at subnational levels. Capacity varied significantly across districts as well as provinces, with areas that had recent experience in coordinating humanitarian responses (Khyber Pakhtunkhwa) faring relatively better. As the disaster progressed south, human resources with previous experience were moved to Punjab and Sindh.

27. Affected regions differ in respect of population densities, poverty levels and presence of international and national non-governmental organizations. The 2005 earthquake emergency had developed the emergency relief capacities of the non-governmental organizations of northern Pakistan. Nevertheless, owing to security reasons, there is a low presence of international non-governmental organizations in the region. In the south, the opposite is the case: there is a wide presence of international non-governmental organizations, while national non-governmental organizations have a low field presence and, though experienced in development programmes, have virtually no emergency response experience. These factors in combination generate resources allocation bottlenecks in both the southern and the northern parts of the country.

28. Faced with immense needs spread out across the whole country, humanitarian agencies struggled to identify sufficient human resources, especially technical experts, capable of linking up quickly and effectively with local capacities already on the ground. This was particularly the case in the provinces of Punjab and Sindh (where the vast majority of humanitarian actors had neither a significant presence nor established partnerships prior to the floods) and in Balochistan (where problems of access and security have made it difficult to scale up as rapidly as was required).

29. Drawing on the lessons learned from past humanitarian responses (especially in Khyber Pakhtunkhwa and the Federally Administered Tribal Areas), the Humanitarian Country Team expanded its assistance to the Government by providing strategic and capacity support for coordination at district, provincial and federal levels to all stakeholders involved in the humanitarian response, including civilian and military authorities, civil society and the private sector. Specifically,

humanitarian agencies focused on identifying local and national civil society networks or organizations and strengthening their response capacity through technical support (including information management) and material or financial inputs.

30. Relief targeting is also related to the size of the disaster. Government data on losses and damages, by district and province, and the list of severely affected districts prioritized by the Government, as well as initial vulnerability assessments, provided a foundation for ensuring provincial equity by focusing the humanitarian community's efforts on the most severely affected areas and communities. In addition, the inter-agency survival strategy allowed humanitarian organizations to produce analyses, updated daily, derived from the field-based surveillance mechanism so as to identify high-risk communities and ensure that assistance delivery would be evidence-based and distributions appropriately targeted.

31. The lack of availability of certain relief items significantly slowed down efforts in a number of sectors, including shelter, water/sanitation and hygiene, and nutrition. A limited production capacity in national and local markets combined with global shortages of certain materials (related in part to the high demand for relief goods in Haiti) led to significant delays in the sourcing of key relief items such as tents, tarpaulins, water bladders, water purification tablets and nutritional supplements. In addition, access to certain areas and beneficiaries has been hampered owing to logistic challenges such as damaged infrastructure. Delays in adopting emergency procurement procedures also slowed down a few actors. In light of the clearly identified gaps in global and national supply chains, the clusters responded to pipeline problems, adapting their response strategies by developing innovative and situation-specific solutions for responding at scale, with local procurement remaining the preferred option, so as to ensure that relief items reached target beneficiaries as quickly as possible.

32. For example, in the shelter sector, damage to housing has been one of the greatest challenges for the humanitarian community. The extent of housing damage is usually the primary indicator of areas in most need of assistance; however, as limited funds and limited capacity to implement programmes increase the importance of accurately directed assistance, additional targeting indicators, including social coping capacity, have been developed in order to refine vulnerability targeting. The proportion of houses that are destroyed within a community provides a more accurate measure of that community's potential to cope and recover than just total damage numbers; hence, it constitutes a better indicator of where assistance should be directed.

33. An initial lack of dedicated information management capacity in some clusters led to missed opportunities for improving the efficiency and effectiveness of the humanitarian response. Data collection and analysis were hampered by the lack of uniform and standardized reporting formats, especially at the local and provincial levels, and by a lack of clearly defined roles and responsibilities relating to data reporting and sharing. These initial problems were addressed by deploying more than 50 information management specialists in Islamabad and provincial coordination hubs in the 12 clusters. Support to the information management capacity of the National Disaster Management Authority and the Provincial Disaster Management Authorities was scaled up. The Single Reporting Format (SRF), a joint venture between the Authority and the Office for the Coordination of Humanitarian

Affairs of the United Nations Secretariat — Pakistan, is a web-based monitoring tool for interventions and commodity deliveries developed during this emergency. All data entered into the system are made available to the entire humanitarian community in order to help ensure transparency, accountability and aid effectiveness.

34. The gradual evolution of the floods, which had still been causing new devastation and swallowing up whole villages seven weeks into the response, challenged the humanitarian community's ability to respond with rescue, relief and early recovery activities simultaneously in different parts of the country. This also led to a situation where some areas in Khyber Pakthunkhwa were comparatively better served than others, as humanitarian actors focused their initial attention on those areas that had first emerged as severely affected. With the additional human resources deployed, the provinces of Punjab and Sindh were also better served.

35. The effects of the floods in Pakistan were compounded by underlying vulnerabilities, including pre-existing humanitarian needs (those of internally displaced persons and refugees in the north-west), widespread poverty and structural challenges, as noted before. In addition, while in Khyber Pakhtunkhwa the cluster system had been previously rolled out and the Provincial Disaster Management Authority developed, this was not yet the case for Punjab and Sindh, where the humanitarian community and the provincial government had to start from scratch in terms of putting systems of coordination and assistance delivery in place for the flood response.

Gender considerations

36. The National Database and Registration Authority database of flood-affected people has revealed that 8-9 per cent of women had been registered as heads of family. There are also variations in the sociocultural context in the flood-affected regions, which adds to the complexity of the response. The preliminary gender needs assessment report of the United Nations Development Fund for Women (UNIFEM) indicated that women might go unnoticed in the compensation process, as their economic contribution is usually not as visible. While women's health is vital to the well-being of their families, after disasters they tend, as traditional caregivers, to place their needs last. In certain provinces and in the absence of female health service providers, cultural norms such as purdah (strict separation of men and women) limit the ability of women to articulate their needs, even after the floods have forced women into camps and the public space.

37. On a positive note, the floods have provided an opportunity for women to participate in and demonstrate their contribution to humanitarian action. Application of gender markers to the Pakistan Floods Relief and Early Recovery Response Plan has strengthened strategic gender practice, and almost 40 per cent of projects developed in different clusters were identified as having contributed significantly to the promotion of gender equality. Financing analysis has demonstrated that these gender-sensitive projects have received priority attention and funding from donors.

C. Early recovery and reconstruction

38. Underlying structural and development issues, including malnutrition, surfaced as a result of the floods, which also drew more attention to some of the most

underdeveloped areas of the country. There have been some positive outcomes because of the aid efforts in response to the floods: access to education became a reality for the first time for thousands of children in camps, and many more people (including a large number of women) were issued identity cards, which allow access to the Government's cash card system.

39. The National Disaster Management Authority identified the following six sectors as priorities for the early recovery response: on/off-farm livelihoods, community infrastructure restoration, education, health, shelter and governance restoration.

40. The need to start up early recovery activities was immediate after the disaster, in order to ensure that people's lives saved through the relief assistance could be sustained and that spontaneous recovery efforts at community level could be supported until such time as the medium-term reconstruction and recovery efforts had begun taking effect. This approach will not only facilitate the swift transition to full reconstruction and recovery, but also potentially shorten the dependence on relief assistance. Early recovery is key to providing a bridging plan for restitution for the millions affected by the floods. The nature of this disaster has created a situation where the Government and the humanitarian community have had to engage in rescue, relief and early recovery simultaneously across different geographical areas. Moreover, the floods will almost certainly have an impact on the achievement of the Millennium Development Goals unless coordinated action is taken in time for rehabilitation.

41. While in Khyber Pakhtunkhwa and Punjab activities have moved towards recovery and reconstruction, in Sindh and some parts of Balochistan, the displacement and return patterns remain complex. Over 130,000 people remain in camps, while rehabilitation and reconstruction work has started in other parts. Many affected areas are facing a situation where humanitarian, early recovery, rehabilitation, reconstruction and development activities all continue at the same time, sometimes even in the same district.

42. As of 31 January 2011, work was under way on one-room and transitional shelters for 180,000 families. Further, 435 schools had been repaired, at least 600,000 households had received crop and vegetable packages, approximately 310,000 households were in the process of receiving livestock packages and 227,000 households were receiving emergency livelihood support (cash for work in agriculture, crop seeds packages, vegetable packages and tools).

43. Preliminary analysis of results from the recent joint WFP/FAO Flood Recovery Assessment (supported by UNIFEM and Oxfam) suggests that in the aftermath of the floods, affected districts in Sindh became home to the highest number of food-insecure at more than 2.4 million people, followed by Punjab (1.8 million), Khyber Pakhtunkhwa (1.2 million) and Balochistan (more than 300,000 people). It is estimated that close to 3 million of these people were rendered food-insecure as a direct result of the floods, of which the vast majority had been in farming households. According to the same report, a significant shift in livelihoods occurred following the floods, with a high proportion of farmers turning to unskilled labour to earn an income. As nearly 50 per cent of cropland in Sindh was still flooded at the time of the survey, roughly 1 in 4 farmers were relying on unskilled work to support their families.

44. The results of the recently concluded Flood Affected Nutrition Survey reveal global acute malnutrition rates in Sindh that are far in excess of the critical emergency nutrition threshold of 15 per cent. The rate for the northern part of the province was 22.9 per cent, while the rate in the southern part was 21.2 per cent. The Pakistan Integrated Nutrition Strategy, which has been launched as a collaborative effort of five clusters (nutrition, food, agriculture, water/sanitation and hygiene, and health), aims at addressing the relief/recovery/development needs of the vulnerable populations.

45. In 15 of the most severely flood-affected districts in Sindh, Punjab, Balochistan and Khyber Pakhtunkhwa, in which high levels of food insecurity were already observed prior to the disaster, the provision of food-based early recovery assistance has been scaled up. Specific activities include conditional food and cash for work to improve livelihoods and income-generating potential, school feeding to improve learning opportunities, and nutritional support for vulnerable women and young children. As of 31 January 2011, 1.2 million people in Khyber Pakhtunkhwa, Punjab and Sindh benefited from food for work and 3,000 families benefited from pilot cash transfer in Punjab. Another project is the Food Voucher Programme (in Khyber Pakhtunkhwa, Punjab and Sindh), which has reached over 64,000 families. The Programme had begun in early August 2010 and was completed at the end of February 2011.

46. In line with the recently completed Flood Recovery Assessment, 3 million food-insecure beneficiaries will be targeted until July 2011 through livelihood support, school feeding and nutrition interventions for children under age 5 and pregnant and lactating women. Emergency food distribution will continue in the four districts of Sindh and the one in Balochistan where relief is still required.

47. Over 12,000 skilled and unskilled persons have received funds through projects to restore culverts, repair pavements and streets, strengthen flood protection structures and improve drainage systems. Cash for work has also been implemented in the Nowshera district of Khyber Pakhtunkhwa; and a total of 656 small businesses have been reactivated through microgrants.

48. The need to utilize self-recovery rates as a targeting indicator has been one of the lessons learned in this emergency. In the early recovery phase, it is important to take measures to gauge rates of self-recovery and from these to determine what factors have the greatest impact on self-recovery. For example, the early recovery activities of the shelter cluster indicate that the inclusion of disaster risk reduction actions in self-recovery activities should be encouraged. This approach will increase beneficiary preparedness for future emergencies.

49. In January 2011, the Government of Pakistan had decided to shift the focus from relief to recovery and declared the relief phase of the response plan to be at an end. The Government announced that relief activities would continue in four districts of Sindh and one district of Balochistan until end of March 2011. The Office for the Coordination of Humanitarian Affairs and UNDP are working in synergy to enable a smooth transition and undertook a joint mission to develop a strategy in coordination with the Government. As it is important that the efforts to meet residual humanitarian requirements be incorporated in longer-term recovery activities, the members of the United Nations system are working together to ensure this.

50. An inter-agency real-time evaluation of the flood response was carried out in January and February 2011. Its recommendations will help the humanitarian community incorporate key lessons learned into its future disaster response efforts.

D. Disaster risk reduction and preparedness

51. Pakistan is at risk of various types of natural disasters of which cyclones, flooding, landslides, earthquakes and drought are the most common. The floods of 1950, 1988, 1992 and 1998 resulted in a large number of deaths and severe loss of property, while the July 2010 floods have been described as the worst in the last 80 years. The country's seismic risk vulnerability was proved in October 2005 when a major earthquake measuring 7.6 on the Richter scale hit nine districts in Khyber Pakhtunkhwa (formerly known as the North-West Frontier Province) and Jammu and Kashmir, killing over 73,000 people and damaging or destroying about 450,000 houses. The droughts of 2000-2002 and 14 cyclones recorded in the period 1971-2001 caused a significant amount of damage. Climate change is considered a critical factor with respect to changing rainfall patterns and the visible increase in precipitation during monsoon seasons in parts of the country. Research work based on long-term climate change data points towards a scenario of future occurrences of heavy rainfall events during the monsoon season over north-west rather than north-east Pakistan. As a result, areas along the western rivers of the country (Indus and Kabul) will be more vulnerable to flood episodes similar to those experienced during the 2010 season. Contingency planning for the next monsoon season starting in July, coordinated by the National Disaster Management Authority and the United Nations, is under way.

52. The National Disaster Management Commission has been established under the chairmanship of the Prime Minister as the highest policymaking body in Pakistan in the field of disaster management. As an executive arm of the Commission, the National Disaster Management Authority is mandated to coordinate and monitor implementation of national policies and strategies on disaster management.

53. The United Nations, through the One UN Disaster Risk Management Programme, has continued to provide technical support to the National Disaster Management Authority in establishing and strengthening policy, legal and institutional arrangements for disaster risk management. Disaster risk reduction needs to be streamlined in development planning, and disaster management capacity-building at the district level is required. One of the key components of United Nations support has been directed towards advocacy and capacity-building by the Government with respect to mainstreaming disaster risk reduction across development planning in key ministries. Drawing from the lessons learned from the floods, the Government acknowledged the need for the projects approved by the Planning Commission to incorporate disaster risk reduction as an integral part of the project cycle system. Hence, disaster risk reduction checklists have been adopted by the Planning Commission to ensure that the dimensions of disaster risk reduction are given due attention in the future.